

Message Text

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PAGE 01 MAPUTO 00874 01 OF 02 081840Z
ACTION SS-25

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O 081505Z JUL 77
FM AMEMBASSY MAPUTO
TO SECSTATE WASHDC IMMEDIATE 6044

C O N F I D E N T I A L SECTION 1 OF 2 MAPUTO 0874

STADIS////////////////////
EXDIS
FOR AF FROM AMBASSADOR

E.O. 11652: GDS
TAGS: EAID, MZ, US
SUBJECT: U.S. AID TO MOZAMBIQUE

REF: (A) STATE 071237; (B) MAPUTO 0486

1. BEGIN SUMMARY. I BELIEVE THAT IT IS IN U.S. INTERESTS
TO CONTINUE TO PROVIDE MODEST ECONOMIC ASSISTANCE TO MOZAM-
BIQUE. PRESIDENT CARTER'S LETTER TO PRESIDENT MACHEL OF APRIL
16 AND OUR VOTE FOR SECURITY COUNCIL RESOLUTION 411 WHICH CALLS
UPON UN MEMBERS TO HELP MOZAMBIQUE BEAR THE COST OF RHODESIAN
INCURSIONS, ARE COMMITMENTS TO HELP. IN THE EVENT ASSISTANCE FOR
MOZAMBIQUE FOR FY 1978 IS PROSCRIBED BY CONGRESS, I RECOMMEND
THAT WE MOVE QUICKLY TO EXTEND AID BEFORE THE END OF FY77. I
RECOMMEND THAT WE OFFER PL480 TITLE II FOOD IN THE AMOUNT OF
\$5 TO \$10 MILLION. END SUMMARY.

2. I WISH TO SHAR WITH AF MY THINKING REGARDING AID TO MOZAMBIQUE.
THIS MESSAGE IS PROMPTED BY THE UNCERTAINTY OF THE OUTCOME OF
CONGRESSIONAL ACTION ON THE FY78 FOREIGN ASSISTANCE ACT, WITH
THE POSSIBILITY THAT AID MAY BE PRTRSCRIZED FOR MOZAMBIQUE.

3. U.S.NCTMMITMENTS TO HELVNMOZAMBIQUID.
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A. IN A LETTER APRIL 16, 1977 TO PRESIDENT MACHEL, PRESIDENT
CARTER SAID THAT THE U.S. WANTED TO HELP MOZAMBIQUE, THAT FOOD
ASSISTANCE SEEMED TO BE A WAY IN WHICH WE COULD HELP, AND THAT
AMBASSADOR DE PREE WAS READY TO DISCUSS AID WITH HIM. MACHEL
HAS NOT YET INDICATED HE IS READY TO DISCUSS AID WITH US, BUT
I BELIEVE THE PRESS OF OTHER BUSINESS (HIS TRIP TO THE NORDIC
COUNTRIES, THE MAPUTO CONFERENCE AND THE RHODESIAN RAIDS) HAVE

BEEN THE CAUSE FOR DELAY. I EXPECT HE MAY ASK SOON TO COMMENCE THE AID TALKS.

B. ON JUNE 30 WE VOTED FOR SC RESOLUTION 411, WHICH CALLS UPON UN MEMBERS TO HELP MOZAMBIQUE AS A CONSEQUENCE OF RHODESIAN RAIDS. HAVING VOTED FOR THE RESOLUTION, AND HAVING URGED OTHERS TO DO THE SAME, THE MOZAMBIQUE GOVERNMENT WILL BE LOOKING TO US FOR ASSISTANCE.

4. ARGUMENTS FOR U.S. AID TO MOZAMBIQUE. U.S. AID, OF THE MAGNITUDE OF WHICH I AM RECOMMENDING, IS NOT LIKELY TO CHANGE MOZAMBIQUE'S DECIDEDLY PRO-COMMUNIST POSTURE OR POLICIES. HOWEVER, I DO BELIEVE THAT MODEST AID TO MOZAMBIQUE WILL MAKE MACHEL SOMEWHAT MORE INCLINED TO SUPPORT OUR ACQUIESCE IN OUR INITIATIVES TO BRING ABOUT PEACEFUL SETTLEMENTS IN ZIMBABWE AND NAMIBIA THAN IF WE DO NOT PROVIDE ASSISTANCE. AT A MINIMUM, U.S. AID WILL MAKE IT MORE UNLIKELY THAT HE WILL WORK OPENLY AGAINST OUR INITIATIVES. IN ADDITION, DESPITE MACHEL'S CLOSE RELATIONSHIP WITH THE SOVIET UNION AND HIS COMMITMENT TO MARXISM-LENINISM, HE APPEARS TO WANT TO KEEP SOME LINES OPEN TO THE WEST. I BELIEVE IT IN OUR INTEREST TO INDICATE THROUGH OUR PRESENCE AND PROGRAMS HERE THAT THERE IS AN ALTERNATIVE TO DEPENDENCE ON THE COMMUNIST COUNTRIES. A SMALL AID PROGRAM WILL CONTRIBUTE TO THIS END.

5. ARGUMENTS AGAINST AID TO MOZAMBIQUE. INsofar AS U.S. INTERESTS IN MOZAMBIQUE OR SOUTHERN AFRICA ARE CONCERNED, I SEE NO GOOD ARGUMENTS WHY WE SHOULD NOT GIVE AID. U.S. AID, OF THE TYPE AND

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AMOUNTS WE WOULD BE GIVING, WILL NOT ENABLE MACHEL TO STEP UP THE MILITARY ACTIVITY AGAINST RHODESIA. NOR IS THE SMITH REGIME OR THE SOUTH AFRICAN GOVERNMENT LIKELY TO BE MORE READY TO REACH A NEGOTIATED SETTLEMENT IN ZIMBABWE IF WE DO NOT AID MOZAMBIQUE. ON THE CONTRARY, THEY MIGHT READ OUR ABSENCE OF AID AS A WEAKENING IN OUR RESOLVE TO PRESS FOR MAJORITY RULE. THE ONLY SERIOUS CONSEQUENCES THAT I CAN SEE FROM AID TO MOZAMBIQUE WOULD BE WITH THE U.S. CONGRESS, AND THIS IS SOMETHING WASHINGTON IS FAR BETTER TO JUDGE.

6. WHAT TYPE OF AID WOULD BE DESIRABLE? OUR \$10 MILLION GRANT AND 22,000 TONS OF PL480 TITLE II FOOD AID WERE MUCH APPRECIATED BY THE MOZAMBIQUE GOVERNMENT, AND WOULD, OF COURSE, AGAIN BE ACCEPTABLE. HOWEVER, IF A DOLLAR GRANT IS NOT AVAILABLE, WHICH I IMAGINE IT IS NOT, GRANT FOOD AID ALONE WOULD BE ADEQUATE. USAID HAS RAISED WITH ME THE POSSIBILITY OF PROJECT ASSISTANCE, BUT I PREFER TO HOLD OFF WITH THIS (AS MAY THE CONGRESS AND THE ADMINISTRATION) SINCE THE MOZAMBIQUE GOVERNMENT DOES NOT YET APPEAR TO BE READY FOR U.S. TECHNICAL ASSISTANCE NOR IS IT PROBABLY PREPARED FOR THE PAPER WORK AND DELAYS THAT OFTEN ACCOMPANY U.S. PROJECT AID. FINALLY, I PLAN TO DISCUSS A PL480 TITLE I PROGRAM WITH THE GOVERNMENT, BUT I QUESTION WHETHER THE GOVERN-

MENT IS INTERESTED.

7. TIMING OF U.S ASSISTANCE. THE MOZAMBIQUE GOVERNMENT HAS NOT BEEN PRESSING US FOR MORE ASSISTANCE, BUT I EXPECT WE MAY SOON BE APPROACHED, NOT ONLY AS A CONSEQUENCE OF THE SECURITY COUNCIL RESOLUTION BUT IN RESPONSE TO PRESIDENT CARTER'S LETTER TO PRESIDENT MACHEL. AS OF EARLY APRIL, TITLE II FOOD AID WAS AVAILABLE FOR MOZAMBIQUE FOR FY77 (REFTEL A). I TRUST IT STILL IS. I AM NOT FAMILIAR ENOUGH WITH U.S. AID LEGISLATION TO KNOW IF FOOD AID WOULD BE ENCOMPASSED WITHIN THE CONGRESSIONAL PROSCRIPTION ON AID FOR MOZAMBIQUE CURRENTLY IN THE FOREIGN ASSISTANCE BILL. IF FOOD AID IS AVAILABLE FOR MOZAMBIQUE FOR FY78 REGARDLESS OF WHAT HAPPENS WITH THE FOREIGN ASSISTANCE ACT, THEN THERE IS NO REASON TO RUSH. HOWEVER, IF IT APPEARS THAT
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FOOD AID MAY NOT BE AVAILABLE IN FY78, THEN I RECOMMEND THAT WE MOVE QUICKLY TO CONCLUDE FOOD AID AGREEMENTS WITH THE GOVERNMENT OF MOZAMBIQUE BEFORE THE END OF FY77. I BELIEVE WE CAN PERSUADE THE MOZAMBIQUE GOVERNMENT TO MOVE QUICKLY ENOUGH TO SIGN AGREEMENTS IN AUGUST.

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TO SECSTATE WASHDC IMMEDIATE 6045

C O N F I D E N T I A L SECTION 2 OF 2 MAPUTO 0874

STADIS/////////////////////////////////
EXDIS
FOR AF FROM AMBASSADOR

8. RECOMMENDED FOOD AID PROGRAM FOR FY77. AS A RESULT OF THE JANUARY FLOODS AND POOR CROP PROSPECTS, MOZAMBIQUE'S FOOD REQUIREMENTS FOR THE BALANCE OF 1977 ARE LARGER THAN ANTICIPATED. A

VISITING UN TEAM RECENTLY ASSESSED THE GRAIN REQUIREMENTS (FOR WHICH NO PROVISION HAS YET BEEN MADE) FOR THE BALANCE OF 1977 AS FOLLOWS:

WHEAT - 10,000 TONS
MAIZE (WHITE) - 40,000 TONS
GROUNDNUTS - 30,000 TONS
RICE - 30,000 TONS

FOR THE FIRST SIX MONTHS OF 1978, AN ADDITIONAL 60,000 TONS OF WHEAT AND 40,000 TONS OF MAIZE WILL BE REQUIRED. LAST YEAR OUR FOOD AID AMOUNTED TO \$4.8 MILLION, INCLUDING OCEAN FREIGHT. IN LIGHT OF OUR SUPPORT FOR SECURITY COUNCIL RESOLUTION 411 AND IN THE ABSENCE OF OTHER ASSISTANCE, I BELIEVE OUR FOOD AID THIS YEAR SHOULD BE SOMEWHAT HIGHER THAN LAST YEAR, PERHAPS IN THE RANGE OF FROM \$5 TO \$10 MILLION. I BELIEVE A MIX OF ANY OF THE ABOVE COMMODITIES WOULD BE ACCEPTABLE TO THE GOVERNMENT OF MOZAMBIQUE.

9. ACTION REQUESTED. I WOULD LIKE TO KNOW IF THERE IS A CHANCE
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THAT PL480 TITLE II MAY NOT BE AVAILABLE FOR MOZAMBIQUE IN FY78. IF SO, I WOULD LIKE TO KNOW IF THE DEPARTMENT AGREES THAT WE SHOULD MOVE QUICKLY TO CONCLUDE A PL480 TITLE II AGREEMENT WITH THE GOVERNMENT OF MOZAMBIQUE BEFORE THE END OF FY77, IN WHICH EVENT I WOULD LIKE A CURRENT REPORT ON WHAT COMMODITIES ARE STILL AVAILABLE AND SOME GUIDANCE AS TO THE AMOUNT OF ASSISTANCE WE WOULD BE PREPARED TO PROVIDE.
DE PREE

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